

COUNTY of SANTA LUISA

State of California

—

**AUXILIARY COMMUNICATIONS
SERVICE**

LOGO

**The ACS is a trained resource to augment tactical, administrative and
logistical communications in any emergency, declared or undeclared**

8/13/01
Rev 5.6d

COUNTY OF SANTA LUISA AUXILIARY COMMUNICATIONS SERVICE PLAN

INTRODUCTORY OVERVIEW

The Auxiliary Communications Service (ACS) is an emergency communications unit for support of emergency tactical, administrative and logistical communications. It is on-going and is intended to be involved with this jurisdiction on a day-to-day basis for familiarization and training for eventual use in any situation that may benefit from its support.

The ACS program is multi-functional:

- (a) It provides personnel skilled in a variety of communications modalities for support of the OA in general, the OA EOC and supporting agencies.
- (b) Resources of this service are an essential staff resource intended to augment agency and Public Safety communications.
- (c) Participants may be used at any time, from one person to any number as appropriate.
- (d) No declaration of an emergency is required.
- (e) The ACS program provides education and leadership to cities and agencies in this Operational Area (OA) as to the benefits of the ACS program.
- (f) Pursuant to direction of the Operational Area (OA) ACS program coordinator, the ACS executive staff coordinates ACS-type communications mutual aid in the Operational Area and to/from the State OES Region Operations Center (REOC.)

ACS personnel are unpaid volunteers registered as Disaster Service Workers (DSW). They shall not be used to replace available paid-staff, nor to save paid-staff overtime, nor to eliminate or avoid a paid-staff position.

This plan complies with the Standardized Emergency Management System (SEMS) and the California Emergency Plan. Like the State Emergency Plan, this ACS plan is an overview and not a detailed operations document.

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Separate documents that supplement this plan are referenced herein and include Resource Directories, Repeater location and frequencies, Standard Operations Procedure Manual, laws, regulations and codes.

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DISTRIBUTION

2	State OES Headquarters, Sacramento
1	State OES Mutual Aid Region Office
1	CA Department of Forestry local Ranger Unit
3	COUNTY of SANTA LUISA OES
1	County Communications Manager
1	County Sheriff
1	County Fire Coordinator
1	County Transportation Department
1	County Social Services Department
1	County ACS Officer
1	Mobile Command Post
1	Emergency Services Manager in each City in Operational Area
1	ACS or RACES Officer in each City in Operational Area
1	Each adjoining County ACS Officer or RACES Officer
1	ARRL Emergency Coordinator (EC)
1	ARRL District Emergency Coordinator (DEC)
1	Each communications unit member (total:)
1	Santa Luisa County Unified School District

Total initial distribution

COUNTY OF SANTA LUISA AUXILIARY COMMUNICATIONS SERVICE PLAN

PURPOSE

An Auxiliary Communications Service (ACS) is authorized and established by this jurisdiction. This plan provides for volunteer professional communications specialists, administrators and Amateur Radio operators for essential communications during events or periods of national, state or local emergency, declared or undeclared, and for all training and familiarization thereto requisite.

1.0 HAZARDS or THREATS

There are various hazards or threats, natural and technological, that government jurisdictions may encounter. While each jurisdiction may not experience all threats, its ACS unit needs to be trained for any hazard or threat, as the unit could be needed for mutual aid assistance to other jurisdictions that may experience the results of such threats as:

- A major disaster in other areas, such as a Tsunami from offshore earthquakes, can cause property damage and loss of life extending far beyond the directly-affected area and induce major or sudden population shifts that could present this or other operational areas with an emergency situation.
- Severe storms, tornadoes, flash floods and landslides; slower rising but devastating floods along major river basins and valleys,, clogged transportation routes
- Chemical and hazardous material spills and releases posing immediate or long-term health hazards.
- Dam or levee failure – whether in this or a neighboring area, or upstream – can cause damage and loss of life by sudden surges of water and debris.
- Large scale transportation accidents: automobiles, buses, aircraft, trains and other means.
- Earthquakes damage and interruption in facilities, along with death and destruction.
- Fires threats to wooded areas and adjacent communities; resulting loss of ground cover of steeply sloped areas. Hot dry winds and low humidity conditions can push wildland blazes into urban areas.
- Within the state geologists identify active volcanoes which could present emergency challenges to operational areas and communities that could otherwise be expected to avoid the consequences.
- Nuclear accidents, within or without the state, from fixed nuclear power plant sites, military installations, transportation systems or military aircraft crashes or terrorist activity.
- Unusual incidents that can arise out of terrorism, urban unrest or mass actions.
- War, armed aggression are possible threats. Key economic and industrial centers, along with military bases in California could be targets that can affect other areas as well.

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2.0 JURISDICTION and AREA COVERED:

The jurisdiction covered by this plan is the County of Santa Luisa, herein after referred to as the Santa Luisa Operational Area. An operational area (OA) is defined in the California Emergency Services Act (§8559 GC) as "an intermediate level of the state emergency services organization, consisting of a county and all political subdivisions within the county area." Each operational area is a special purpose organization, created to prepare for and coordinate the response to emergencies within a county area. Operational areas coordinate inter jurisdictional emergency operations and mutual aid. OAs also have an expanded role based on recent legislation (CCR, Title 19, §2409) (State Emergency Plan, page 8).

2.1 Cities in the OA are shown below, with the title of the position responsible for the development of emergency services, civil defense, and disaster activities. The day-to-day emergency services/civil defense coordinators for the jurisdictions are listed in a separate Resource Directory.

City of -----	Fire Chief
City of -----	Police Chief
City of -----	Fire Chief
City of -----	Fire Chief
City of -----	Coroner
City of -----	Fire Chief

3.0 AUTHORITY (Customize to local emergency management agency position titles)

References include the following sources noted herein. California Code of Regulations, Title 19, Division 2, Chapter 2 Emergencies and Major Disasters and Chapter 5, Natural Disaster Act; State Emergency Plan, May 1998; California Emergency Services Act (§8550 GC, et seq); the California Emergency Plan; Section 8607 California Government Code; DSW Rules and Regulations revised 12/15/98.

3.1 Authority for the Disaster Service Worker program derives from the Santa Luisa County Disaster Council. The Disaster Council has delegated responsibility for the development of emergency services, civil defense, and disaster activities to the Director of Emergency Services. Also see the Disaster Service Worker Volunteer Program Guidance manual issued April 2001 by the Governor's Office of Emergency Services.

3.2 Development of this plan utilizing the state Disaster Service Worker program and selecting and appointing the ACS Officer is the responsibility of the Emergency Services Coordinator

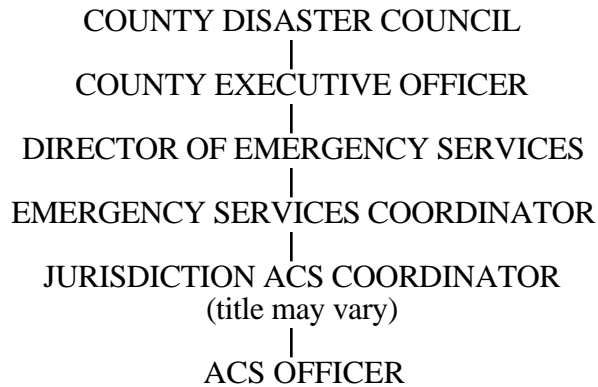
3.3 This service is an authorized emergency response resource. It is authorized to provide or receive communications mutual aid to/from similar duly registered units with other jurisdictions through ICS structure and/or the State OES Regional Operations Center.

3.4 For consistency under SEMS, participating jurisdictions in the OA shall develop their emergency communications unit plan consistent with the City Santa Luisa ACS Plan of the Governor's Office of Emergency Services, or as an adjunct to this OA plan.

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4.0 ORGANIZATION (Customize to local emergency management agency titles)

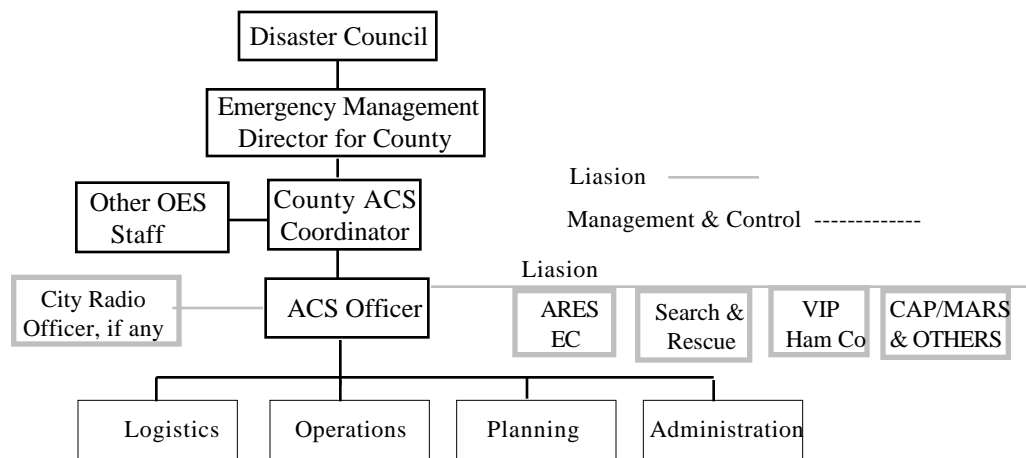
4.1 Operational Area emergency services organization applicable to the ACS is:



4.2 The volunteer (unpaid) staff position responsible for the implementation and administration of this service is the ACS Officer appointed by the County of Santa Luisa. The ACS Officer is directly responsible to the county paid-staff coordinator position and serves at the pleasure of the holder of that position. While an FCC Amateur radio license is beneficial it is not mandatory as the program includes broad aspects beyond Amateur radio. Rather than operational experience and skills this position requires managerial experience and ability, preferably with volunteers.

4.3 Names, addresses of the coordinator, the ACS Officer and other key contacts are in a separate ACS Resource Directory which is provided to the State OES Region ACS officer as a potential mutual aid resource.

4.4 ACS response structure is in accord with the five functions of the Incident Command System (ICS), namely: command, planning/intelligence, operations, logistics and finance/administration.



4.5 See separate Standard Operations Procedures manual.

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5.0 PARTICIPANTS

The ACS program promotes effective use of persons skilled in various communications modalities, such as computers, computer networks, microwave, radio, satellite, video-conference and others. It also requires effective use of those skilled in administration, logistics and management. All applicants must complete an application and other documents required by the OA, including Disaster Service Worker (DSW) registration which requires a Loyalty Oath/Affirmation in accordance with §3100 (et seq) of the California Government Code. Acceptance in the program is at the discretion of the ACS Program Coordinator and the ACS Officer. There are two levels of participants:

5.1 Level I The regular volunteer staff of the unit. They have accepted a job responsibility and have agreed that the ACS is their primary emergency response activity. Due to the potentially sensitive nature of activities at this level, a records check with fingerprints is required. Any convictions or record of conduct considered adverse by management are grounds for rejection. On record check clearance and approval for participation, they are issued an identification card. They are expected to report to assignments as quickly as possible following assignment.

5.2 Level II Volunteers who choose not to serve as regular volunteer staff but may be available to work in some emergency; or those brought in and trained during an extended emergency. Records checks may not be required for this level, and no government ID will be issued other than a Disaster Service Worker card - as evidence of registration NOT identification.

5.3 References: DSW Rules and Regulations 12/15/98. Text of Regulations, Governor's Office of Emergency Services, California Emergency Council, California Code of Regulations; Title 19, Division 2, Chapter 2; Emergencies and Major Disasters; Subchapter 3, Disaster Service Worker Volunteer Program.

6.0 RESOURCES

These resources are available to all government services/agencies as required, and are not assigned exclusively to any one service. Requests for emergency communications support by this service are coordinated by the agency position specified in section 14.

7.0 IDENTIFIERS – TACTICAL CALLS

Tactical Calls are an essential part of Incident Command System (ICS) communications as they do not change once assigned to a location during an event. Communications response and training, whether on the Public Service or Amateur frequencies, will use tactical station identifiers as well as the appropriate authorized call sign. See Appendix 7 for examples.

8.0 REPEATER IDENTIFICATION

Repeater location(s) for Amateur Radio frequencies, and of other stations operated under this plan (and their tactical identifiers) is provided in a separate operations plan, a current copy of which is provided to the State OES Region ACS Officer for coordination of unit mutual aid requests.

9.0 EQUIPMENT RESOURCES

Equipment (computers, radios, antennas) provided by the OA is listed in the separate Equipment Resource Directory. Other equipment may be participant owned and brought in for temporary use.

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10.0 FREQUENCY COORDINATION.

Day-to-day activities in this service will use Public Service frequencies and call signs, not those of the Amateur Radio Service. Amateur frequencies may be used for any emergency; and for training and familiarization for emergency operations. If duly licensed operators are available for that use, an Amateur frequency may be used in mutual cooperation with other Amateur Radio Service Licensees. Amateur frequency interference problems in the OA are to be resolved by the ACS Officer in coordination with the State OES Region ACS Officer.

11.0 NETWORKS

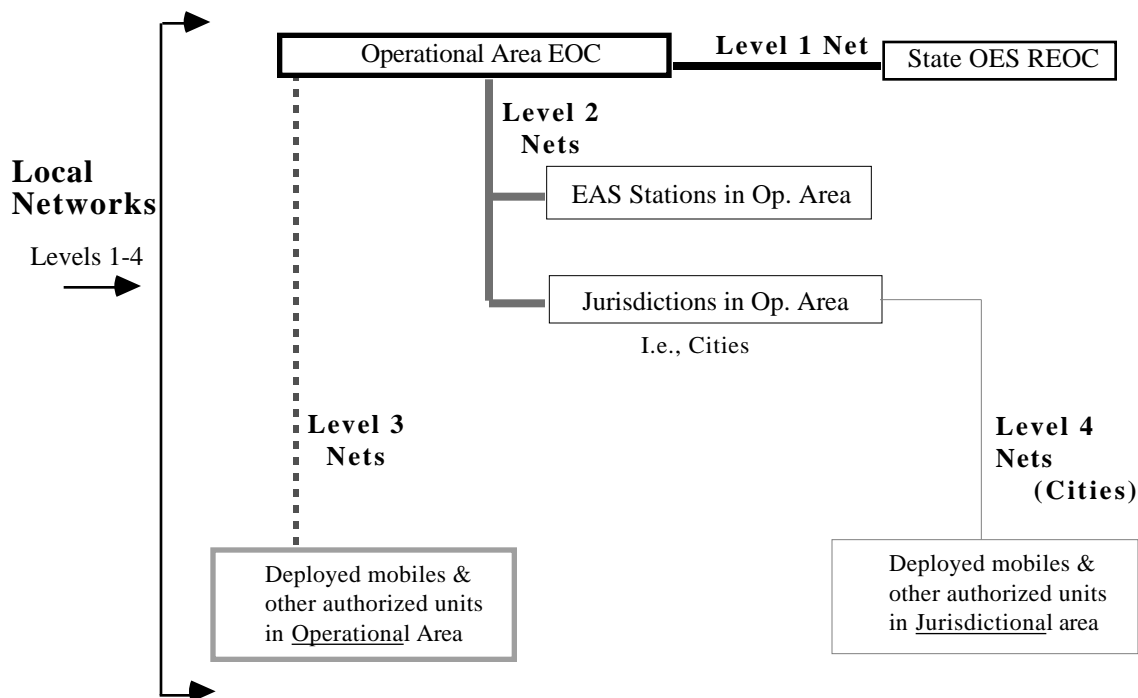
This service operates the following four network levels within this Operational Area.

Level 1 nets provide direction & control communications between the State OES REOC (Region Emergency Operations Center) and Operational Area Emergency Operations Center (EOC).

Level 2 nets provide direction & control communications between the Operational Area EOC and the jurisdictions within the Operational Area; and between the Operational Area EOC and the Emergency Alert System stations in the Operational Area (OA).

Level 3 nets provide communications between the Operational Area EOC and deployed mobile units and other authorized units within the Operational Area.

Level 4 nets provide communications between jurisdictional (i.e., City) Emergency Operations Centers and deployed mobiles and other authorized units within the City.



Frequencies are in the separate ACS SOP (Standard Operations Procedure) manual.

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12.0 STRUCTURED RESPONSE SYSTEMS SEMS, RIMS, ICS, MACS

Due to state legislation that serves to eliminate duplication of efforts and enhance response by standardization, emergency communications units serving governments in this state encounter structured systems which they must know, and use.

The State Emergency Plan (May 1998) defines the emergency management system used for all emergencies in California, and establishes policies, concepts and general protocols for the Standardized Emergency Management System (SEMS) and the systems that support it.

12.1 SEMS (Section 8607 California Government Code.)

SEMS consists of five organizational levels activated as necessary: field response, local government, operational area, region and state. These levels, together with the private sector, are the California Emergency Organization. (State Emergency Plan.)

SEMS is required for response to multi-agency and multi-jurisdiction emergencies in California. State agencies must use SEMS. Local governments must use SEMS to be eligible for state funding of certain response-related personnel costs. (CCR, Title 19, Division 2, Chapter 5, Natural Disaster Assistance Act, Sections 2920, 2925, and 2930.)

SEMS incorporates the use of the Incident Command System (ICS), the Master Mutual Aid Agreement, existing discipline specific mutual aid, the operational area concept, and multi-agency or inter-agency coordination. Other impacts includes the *incorporation of* SEMS into all plans, training and exercises *and documentation of use of* SEMS in planning, training, exercises and actual emergencies. SEMS also led to the development and use of the Response Information Management System (RIMS)

12.2 RIMS (State Emergency Plan 5/98 Ed.)

Pursuant to SEMS legislation the major communications infrastructure created to provide information links for elements of the California Emergency Organization is the Response Information Management System (RIMS). It links the OA, the OES REOC, the State Operations Center (SOC), and other state agencies.

RIMS is a computer-based system that replicates databases on manual or preset intervals for rapid interchange of Event/Incident Reports, Situation Reports, Status Reports, Incident Damage Estimate Reports, Response Plans, Operational Objectives, Levees Incident Status Reports, After Action and other reports, mutual aid requests. Categories in the above include Care & Shelter, Fire and Rescue, Medical and Health, Hazardous Materials, Law Enforcement, Movement, Summaries, Declarations, ACS, and others.

12.3 INCIDENT COMMAND SYSTEM (ICS)

The ICS provides a unified command structure, common terminology, consolidated action plans, modular organization, integrated communications, manageable span-of-control, predesigned incident facilities and comprehensive resource management.

The ICS organizes any emergency response effort into five basic functions: 1. command; 2. planning and intelligence; 3. operations; 4. logistics, and 5. finance/administration.

Logistics includes Communications and Information Systems as it must provide facilities, services, personnel, equipment and materials. CCR, Title 19, §2403 (c)(4)

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12.4 MULTI-AGENCY or INTERAGENCY COORDINATION SYSTEM

This system, known as MACS, meets the requirement for multi-agency or inter-agency coordination at all SEMS levels. It allows diverse organizations to work together and communicate with each other in a coordinated effort to facilitate decisions for overall emergency response activities and sharing of critical resources and incident prioritization.

Multi-agency coordination implies multiple agencies within a single area of jurisdiction, or a discipline (such as between all agencies within a city or a county such as departments.)

Inter-agency coordination implies between disciplines, between different jurisdictions or between different political levels, such as between local police department, county sheriff, and a state police agency liaison to the EOC.

13.0 COMMUNICATIONS MUTUAL AID (Resource Requests)

Mutual aid is a voluntary provision of services and facilities by agencies, jurisdictions or organizations to assist each other when existing resources prove to be inadequate.

Emergency mutual aid response and recovery activities are generally conducted at the request and under the direction of the affected local *government*. Requests flow from field to the city, to the county or special district (organized under SEMS as part of an Operational Area), to the state OES REOC for coordination beyond the OA. See Appendix 2

13.2 The State Emergency Plan lists standardized discipline-specific statewide mutual aid systems, either coordinated from jurisdictional EOCs or by a departmental operations center (DOC). Telecommunications has not achieved a similar statewide system although it is covered by the California Master Mutual Aid Agreement. See graphic Appendix 3

13.3 ACS and RACES communications resources may be requested by, and supplied to, other jurisdictions in accord with established inter-governmental mutual aid procedures. This includes the use of the ICS and RIMS between the OA and the REOC, and existing agreements for mutual aid with adjoining jurisdictions. ACS Officers need to be aware that Operations and Logistics Officer assignments in an EOC, or a REOC, may rotate to those without knowledge of how to handle an ACS request.

14.0 MOBILIZATION - USAGE. (Customize to local emergency agency titles)

The ACS is a staff resource intended to augment County Public Safety communications. Participants (from one to all) may be used in support of County Public Safety *emergency communications needs at any time*. No declaration of an emergency is required.

14.1 Authority to use this service and its personnel is derived from the County Disaster Council to the ACS Coordinator. ((title of staff program coordinator). See Section 4

14.2 Requests to use this service and its personnel shall be directed to the position in 14.1

14.3 A current Resource Directory shall be maintained by the ACS Officer for the paid-staff, with copies to the OA ACS Officer and the State OES REOC ACS Officer.

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15.0 FCC RACES OPERATIONS (Radio Amateur Civil Emergency Service)

Operations on FCC Amateur Radio *frequencies* is provided for in the FCC regulations in a condition or service known as RACES. The purpose is for the Amateur licensees to continue to operate on specific frequencies after declaration of a national emergency (when other Amateur operations can be ordered to cease.) The RACES can be a condition of operations, or an on-going communications program similar to but usually not as inclusive as an ACS program.

15.1 RACES is an authorized use of the ACS when so authorized by the program coordinator. This section of the plan (along with other appropriate sections) shall serve as the RACES Plan. When authorized, the ACS officer will declare a RACES condition and assign duly licensed operators to that activity for an appropriate portion of the ACS. When the RACES condition ends, the ACS Officer will terminate RACES operations by announcement, informing all those assigned RACES duties. Use of Amateur Radio *frequencies* is limited to training and emergency communications in cooperation with other Amateur licensees.

15.2 The ACS Program Coordinator may authorize unit Amateur Radio Service licensees to operate as the RACES on FCC Amateur *frequencies*. Other than the use of Amateur *frequencies*, the ACS can operate jurisdiction Public Safety communications systems at any time authorized locally.

15.3 In the event of an emergency invoking the President's war emergency powers, RACES operations will be governed by paragraph 97.407(b) of the FCC Rules and Regulations, 47 CFR. Operations will be restricted to frequencies assigned and coordinated by the Governor's Office of Emergency Services.

15.4 When signed and filed with State OES, this plan will qualify Santa Luisa County for FEMA (Federal Emergency Management Agency) matching funds under the Federal Contributions Program. (Two signed copies of the plan and all revisions shall be filed with the Governor's Office of Emergency Services (State OES), Sacramento, CA., attention ACS program coordinator.)

16.0 REVIEW

This plan shall be reviewed for completeness and accuracy not later than four (4) years after the latest approval date. Revisions and corrections shall be issued to those listed on the distribution page.

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APPROVALS AND CONCURRENCE

These are the 3 minimum required signatures,
others may be added and may result in processing delay.

In some cases the OA coordinator may want to sign

**The Region ACS Officer and Region Communications Coordinator
are to be involved in plan approval processes, so all OA plans go
through the Region ACS Officer even if that
position does not sign the plan.**

Date

County ACS or RACES Officer

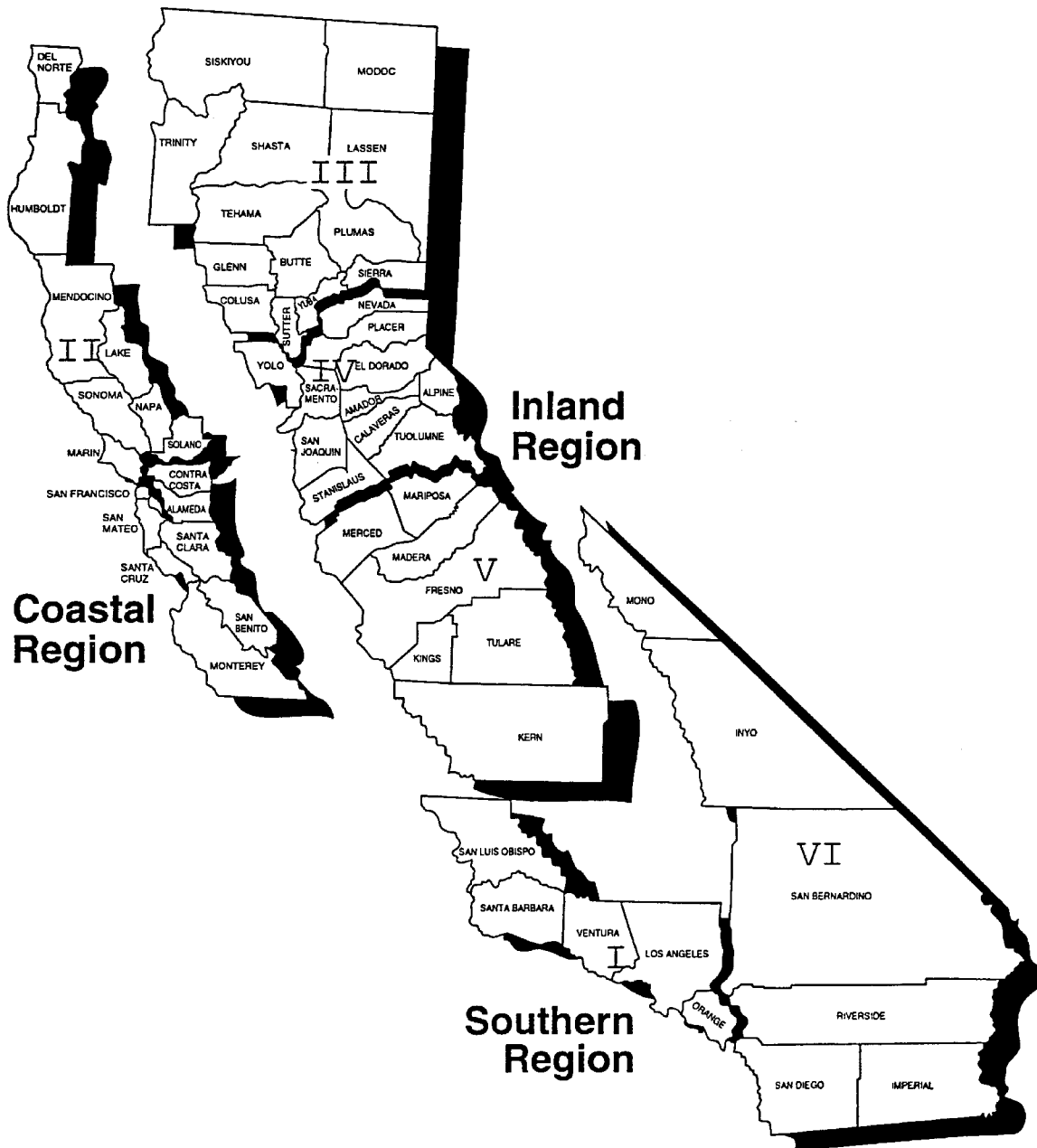
Date

County Director of Emergency Services

Date

State OES ACS or RACES Officer

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Some disciplines and agencies have a different regional structure. Law Enforcement and Coroner Mutual Aid Regions are seven in number rather than six. Even with similar numbers, region boundaries may differ as they did in the mid 1990's with an event where California Department of Forestry Region 5 and State OES Region 5 were involved. Always verify which OES or which Region or which State is involved.

ADMINISTRATIVE AND MUTUAL AID REGIONS APPENDIX 1

**COUNTY OF SANTA LUISA
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Graphic from State Emergency Plan, page 37 Part 1 Attachment D

**MUTUAL AID DISCIPLINES GRAPHIC
APPENDIX 2**

**COUNTY OF SANTA LUISA
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Graphic from State Emergency Plan, page 38 Part 1 Attachment E

**MUTUAL AID CONCEPT FLOW CHART
APPENDIX 3**

COUNTY OF SANTA LUISA AUXILIARY COMMUNICATIONS SERVICE PLAN

EMERGENCY OPERATIONS CENTERS AND TACTICAL CALLSIGNS

County of _____ (OA Primary) “_____ EOC”
("COUNTY of _____ EOC" *Tactical Call*
or "_____ EOC") _____
Location/ address

City of Ace (OA Alternate): _____
"ACE EOC" (Ace City EOC?) _____

City of Buck: _____
"BUCK City EOC" _____

City of Carl: _____
"CARL EOC" _____

City of DUKE _____
"Duke EOC" _____

Tactical call signs shall be utilized at all times. In addition, FCC regulations require the Radio Amateur to identify by call sign in three specific instances:

- (1) At the END of a contact (a series of transmissions) and/or
- (2) At 10 minute intervals.
- (3) At the END of an unanswered call.

See illustrations *

The EOC identity remains constant, the operator or station Radio Amateur call ID alters with a change in operators. This ICS procedure provides operations clarity and continuity in times of stress and disorientation typical of emergency operations.

Illustrations:

The call sign of the appropriate licensee is added to the tactical call in the following manner in the required situations to comply with FCC Radio Amateur regulations:

A contact is a series of transmissions, from one each way to many. A short contact is illustrated.

The contact is initiated in this manner:

XYZ EOC: "Region ##, this is XYZ EOC, Over"

Region EOC: "XYZ EOC, Region ##, Over"

[Reply with message, traffic, etc , then end contact as follows:]

XYZ EOC: XYZ EOC, "WX6XXX Out" (END of contact.)

Region EOC Region EOC, "WA6AAA, Out" (END of contact)

[The initiating station is the one that terminates the contact.]

10 minute identification

"XYZ EOC, WX6XXX"

No response to a call to another station

XYZ EOC, "WX6XXX, No Contact"

WX6XXX = Radio Amateur call sign

**[Do not shorten tactical call if city and county have same name, or if confusion with another area would result.]

Tactical Identifiers and Procedures APPENDIX 4